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Organización
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para la Educación,
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Организация
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науки и культуры

منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
科学及文化组织

40 C/7

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PREPARATION OF THE DRAFT PROGRAMME AND BUDGET FOR 2022-2025 (41 C/5)

OUTLINE

Source: 29 C/Resolution 87.

Background: In accordance with the provisions of 29 C/Resolution 87, the General Conference is invited to deliberate on the various aspects of the preparation of the Draft Programme and Budget for 2022-2025 (41 C/5). In accordance with the quadrennial programme cycle adopted by the 36th session of the General Conference (36 C/Resolution 105), this will be the first Programme and Budget to be implemented in the context of the new Medium-Term Strategy for 2022-2029 (41 C/4).

Purpose: The present document contains some preliminary indications of major issues that could be considered by the different commissions in relation to the future Programme and Budget for 2022-2025, also in light of the parallel discussions and conclusions on item 3.1 regarding the future Medium-Term Strategy for 2022-2029 (41 C/4).

Decision required: Paragraph 18



Job: 201913681

Background

1. Pursuant to 29 C/Resolution 87 of the General Conference, the cycle of preparations for a draft programme and budget begins two years prior to the preceding General Conference. Accordingly, the present document shall facilitate the reflection by the 40th session of the General Conference on the general principles to apply in the preparation of the future Draft Programme and Budget for 2022-2025 (41 C/5).
2. The present document should be read in conjunction with documents 40 C/11 and 40 C/INF.18 concerning the preparation of the future Draft Medium-Term Strategy for 2022-2029 (41 C/4).
3. As indicated in document 40 C/11, in the context of pillar 3 of the Strategic Transformation of the Organization that was launched by the Director-General in 2018, the strategic reflection on UNESCO's future programmes has already started (see also document 40 C/55 for more details on UNESCO's Strategic Transformation).
4. As an important milestone in the strategic reflection process, a series of "Dialogue" meetings between the Permanent Delegations and the Secretariat was organized in UNESCO Paris, in July and October 2019, which focused primarily on identifying current and future key development trends and challenges that would have an impact on UNESCO's action in the next ten years and beyond.¹ During the debates, Member States expressed their viewpoints regarding the need for enhancing the focus, strengthening and scaling up UNESCO's work in specific programmes and thematic areas. A summary of viewpoints related to programme directions and crosscutting thematic issues expressed by the participants in the Dialogues is presented in the Annex.

Principles proposed to guide the preparation of the 41 C/5

Building on lessons learned

5. The Draft 41 C/5 will:
 - be guided by, and built on achievements to date, drawing on lessons learned;
 - vigorously pursue delivery against the SDGs where UNESCO has contributions to make;
 - streamline and bring together performance and resource management related reporting, ensuring that these present a comprehensive picture of UNESCO's performance; and
 - target the refinement of the current financial management model of the Organization in order to ensure that it is on a robust and sustainable financial footing and can support the delivery of the strategic objectives set out by its Member States.
6. The conclusions and recommendations stemming from the programme performance assessment exercise, which will be presented in the Strategic Results Report (SRR) in Spring 2020, will inform decision-making on programme continuity, up-scaling or re-orientation, and shed light on future programme orientations and priorities that would be pursued in the 2022-2025 period.

¹ See document 40 C/INF.18 for the synthesis.

7. In addition, the preparation of the Draft 41 C/5 will benefit from the findings of a recent synthetic review of 26 evaluations commissioned in the 2018 and early 2019 period,² which highlighted a number of crosscutting issues that could help inform the reflection on UNESCO's strengths, including its comparative advantages, as well as on areas where there would be room for improvement. Among the key findings are the following:

- ✓ UNESCO has made significant progress towards both achieving its own expected results across the five Major Programmes as well as towards fulfilling its commitment to the 2030 Agenda for Sustainable Development (SDGs).
- ✓ Member States recognize the Organization's expertise and strong convening power in its fields of competence, consider its work as relevant and effective, and they particularly value the Organization's support in advancing the work on SDGs targets in key priority areas in their country contexts.
- ✓ Progress has been towards enhancing intersectoral and interdisciplinary cooperation;
- ✓ Regarding the global priority gender equality, effective gender mainstreaming policies have allowed gender matters to be increasingly considered in project designs;
- ✓ A lot of efforts were made to target Africa in programme design and implementation, yet there is room for improving the governance and reporting of this global priority;
- ✓ UNESCO continues to face significant resource constraints, both financial and human. The decline in Regular Programme funding over the years has had a significant impact on its ability to deliver consistently across its portfolio of projects. Efforts to address these constraints, including through targeted fund-raising strategies, and stronger partnerships with a wider range of partners are beginning to bear some fruit. Opportunities remain to expand the positive trend in leveraging partnerships;
- ✓ A number of challenges remain in reporting on results both at project and organization level.

8. Building on lessons learned and taking into consideration recommendations from recent audits and evaluations, the two consecutive quadrennial Programmes will translate the vision of the Organization's Medium-Term Strategy for 2022-2029 (41 C/4) into programmes with related implementation strategies and a limited number of measurable expected results/outcomes. The first quadrennial Draft Programme (2022-2025) will include the biennial budget proposals that should ensure smooth implementation and achievement of the biennial programmatic targets.

9. Furthermore, and in accordance with Member States guidance related to the principles for the preparation of previous programme and budget documents, which were also recalled by the Delegations during the recent Dialogues meeting (see Annex), it is proposed to prepare the future Draft Programme and Budget (41 C/5) along the same principles as those applied in the previous programme and budget preparation exercises. These are:

- (a) Setting priorities, shaping the programmes while sharpening programmatic focus;
- (b) Harnessing UNESCO's multidisciplinary expertise to design and implement integrated and holistic programmes in support of Member States to adequately address complex issues and national priorities;

² See document 207 EX/5.II.A for the report of the Synthetic review of evaluations, conducted by the Internal Oversight Service in September 2019.

- (c) Designing programmes with robust results frameworks and ensure greater, more sustainable impact;
- (d) Strengthening monitoring and evaluation mechanisms and the formulation of exit strategies and sunset clauses;
- (e) Leveraging partnerships for greater impact, ownership and sustainability (UNESCO networks; United Nations agencies; donors; civil society; etc.);
- (f) Clearly setting out and implementing the accountability framework within which the Organization operates, including its internal control and risk management frameworks;
- (g) Strengthening Results-Based Management, to ensure that the Organization's performance, and the efforts focused on the achievement of expected results are transparently costed, monitored, reported on, with the integration of risk-based decision-making and value for money in all its work, in order to better evaluate its effectiveness and value; and
- (h) Ensuring that the Organization's financial management model, through the reinforcement of the Integrated Budget Framework, the streamlined and transparent management of resources, and the review of cost recovery and other financial tools, provides a robust and sustainable mechanism to support the delivery of the strategic objectives set out by its Member States.

10. Document 41 C/5 will also reflect and benefit from the dividends that would have been generated through the implementation of the various measures undertaken in the context of the Strategic Transformation process. In addition, it is timely and opportune to reflect on possible improvements in the presentation of the C/5 document, also taking into account Member States' expectations for a better reflection of the Organization's interdisciplinary and transversal work.

Field presence

11. In line with 206 EX/Decision 5.II.A, an updated overall strategy for UNESCO's presence will be presented to the 209th session of the Executive Board. The elaboration of this strategy is carried out in the framework of the Strategic Transformation process, and takes into account the developments of the United Nations development system reform bearing in mind the need to enhance the Organization's impact and comparative advantage at the field level in response to the needs of Member States.

Supporting programme delivery

12. The Organization will target the provision of efficient and business-focused administrative support:

- through simplified policies and procedures and relevant information that support decision making; and
- by investing in human resources and the use of modern technologies to continue to generate efficiencies in its working methods, improve the quality of information available to both internal and external stakeholders, and promote greater transparency and accountability in the Organization.

13. A key asset in UNESCO's ability to deliver on its mandate is its network of institutes, field offices, and other structures, which all support the implementation of the Organization's strategic objectives. One of the key objectives of the Organization is therefore to ensure that the work of these structures is

supported and enabled by the administrative mechanisms and tools in place, and that these are fully and seamlessly covered by the Organization's accountability framework, and the applicable risk and internal controls management frameworks.

14. Environmental sustainability is of critical importance for UNESCO as a specialized agency of the United Nations common system, and as a responsible citizen of the world. The Organization will continue its efforts to ensure that it fulfills its social and environmental responsibilities through all its daily operations, with a focus on reducing its carbon footprint, contributing to increased awareness of its staff as well as its surroundings of the implications of climate change and its role in mitigating the impacts of the same.

Consultative process for the preparation of the 41 C/5

15. According to the calendar for the preparation of the future Draft Programme and Budget 41 C/5, the process, including the consultations will follow the same timetable as that of the preparation the MTS (See the timetable shown in the Annex in document 40 C/11).

16. The debates, as well as Member States' decision at the 40th session of the General Conference on the future Programme and Budget 41 C/5 will therefore enable the launch of a series of consultations with all stakeholders in the first semester of 2020, leading to the formulation of the Director-General's preliminary proposals concerning the Draft 41 C/5, which will be submitted to the Executive Board at its 210th session in Autumn 2020.

17. The commissions are therefore invited to examine the item and provide preliminary indications concerning the preparation of the future 41 C/5, in particular as regards programme orientations, while taking into consideration the conclusions of the debates and the related Commission's recommendations regarding the preparation of the future Medium-Term Strategy (item 3.1). Member States may wish to take into account information and assessments contained in other relevant documents, among which the Director-General report on programme execution (see for example 40 C/3), the reports from international and intergovernmental programmes, including category 1 institutes and centre reports.

Proposed draft resolution

18. In light of the foregoing considerations, the General Conference may wish to adopt the following resolution:

The General Conference,

Having examined document 40 C/7,

Taking into consideration the resolution adopted at its 40th session regarding the preparation of the Medium-Term Strategy for 2022-2029 (41 C/4),

1. *Requests* the Director-General to launch the preparation of the Draft Programme for 2022-2025 and the related budget for 2022-2023 (41 C/5), in accordance with the roadmap and timetable adopted at its 40th session for the preparation of the Medium-Term Strategy (41 C/4), and applying the principles defined in paragraph 9 of document 40 C/7;
2. *Invites* the Director-General to prepare and submit proposals for an improved presentation of the C/5 document to the Executive Board at its 210th session.

ANNEX

Summary of viewpoints on programme-related matters expressed during the Dialogues with Permanent Delegations held in July and October 2019

Introduction

Organized within the framework of the 3rd pillar of the Strategic Transformation as an innovative approach to steer dialogue and consultation with Member States on the future strategy and programmes of the Organization, the series of Dialogues with the Permanent Delegations held in July and October 2019 offered the opportunity to gather a significant amount of information and forward-looking insights with regard to UNESCO's long-term strategic direction and with respect to programme directions in the future. While document 40 C/INF.18 provides a summary of Member States' views with regard to the Organization's Medium-Term Strategy until 2029 and beyond, this Annex contains a concise, non-exhaustive summary highlighting the main programme-related issues expressed by the participants in these Dialogues.

A. Cross-cutting issues

1. Global priorities and priority groups

The delegates have reiterated their support to Priority Africa indicating actions to be taken by each Major Programme and the IOC to ensure better synergies with the African Union Agenda 2063 and other regional development frameworks. They stressed the need for UNESCO's programmes to take into account and respond also to specific national and subregional needs and priorities of the African continent. The need for renewed support to Priority Gender Equality, which stretches across the Organization and must be reflected in all programmes, policies and processes, was also noted. Emphasis was placed on the requirement to go beyond a focus on parity and gender sensitivity by adopting a gender-transformative approach, in line with international commitments.

Member States also spoke of the need for all programmes to devote a special focus to small island developing States (SIDS), and address their specific challenges. Youth was also mentioned as a priority group that should be given specific attention across all programmes.

2. Operational and structural related issues

A number of operational and structure-related improvements were mentioned as required to ensure that UNESCO's action is fit-for-purpose and responds to the needs and expectations of its Member States. These included the following series of measures, which are interlinked and mutually reinforcing each other:

- (a) Increase the impact of UNESCO's action on the ground; to this end, strengthen results-based management and develop theory of change for the programmes; ensure a careful, evidence-based prioritization of UNESCO's initiatives based on the Organization's comparative advantages, and by taking into consideration specific needs of Member States at national, subregional and regional levels, as well as lessons learned from past experience and evaluations;
- (b) Define and apply integrated approaches in programme planning and delivery; this should include enhanced transversal, as well as inter- and intra-sectoral cooperation in all phases

of the programme planning and delivery; the Organization's core systems tools for programming and reporting should be redesigned accordingly;

- (c) Increase decentralization towards the field offices in terms of funding, administration and responsibilities;
- (d) Put a premium on reinforcing cooperation with UNESCO's networks, such as UNESCO's Chairs and category 2 institutes and centres, as well as on developing strategic partnerships;
- (e) Ensure that a human rights-based approach is mainstreamed in all UNESCO's programmes and interventions.

B. Suggestions for programme strengthening in:

Education

Delegates stressed the importance for UNESCO to reinforce its leadership in education and as SDG 4 leader within the United Nations system. Country-level support and capacity development were deemed crucial delivery modalities with emphasis on enhancing monitoring and evaluation of UNESCO's impact in the field.

It was suggested to strengthen the education programme in the following areas: policies and plans, teacher training; gender equality in education; TVET; higher education, with a focus on Africa; education for sustainable development and global citizenship (SDG target 4.7); artificial intelligence and digital education; as well as education for migrants and refugees. Reference was also made to the importance of data collection and analysis; literacy, including media literacy; and countering hate speech. Delegates commented on the need to strengthen the SDG 4 – Education 2030 Steering Committee and category 1 institutes, and noted the significant contribution of the Global Education Monitoring Report to the SDG 4 – Education 2030 agenda.

Natural Sciences

Participants considered UNESCO's action in natural sciences as a high priority and a driving force for achieving the SDGs, as well as other internationally agreed development frameworks, in particular the African Union Agenda 2063, the Paris Agreement on Climate Change, the Sendai Framework, the Convention on Biological Diversity, and the United Nations Declaration on the Rights of Indigenous Peoples.

Delegates renewed their support to the strengthening of the international and intergovernmental programmes IHP, IBSP, IGGP, MAB, as well as related UNESCO designated sites (biosphere reserves and geoparks) and highlighted their unique value added in advancing UNESCO's core mandate, as well as their comparative advantage within the United Nations system to address climate change. An integrative approach across these programmes is needed in order to achieve interrelated SDGs targets.

Specific emphasis was put also on the importance of building capacity of STI systems and support to capacity development in basic and engineering sciences, as well as on the need to further strengthen the engagement of girls and women in science and engineering.

Delegates highlighted also the importance of UNESCO's science programmes in building resilience to adapting to climate change, including *inter alia*, supporting disaster risk reduction; water governance, biodiversity conservation; valorizing ecosystem services and promoting a science that is open and accessible to all through capacity building and science diplomacy

Delegates have also indicated that Africa should continue to be a global priority while a special focus should also be put on supporting SIDS in addressing specific challenges related to climate change. Member States have stressed the importance of further strengthening UNESCO's unique networks of Chairs and category 2 institutes and centres in the natural sciences.

The importance of intersectoral and interdisciplinary approach as well as the promotion of UNESCO's designated sites as living laboratories of sustainable development was also underlined.

Intergovernmental Oceanographic Commission (IOC)

Participants emphasized that ocean science was a core area for sustainable development and acknowledged IOC's key role as a unique intergovernmental platform in the United Nations system to translate ocean science into ocean management applications, strengthened through its coordinating role in the preparation of the United Nations Decade of Ocean Science for Sustainable Development. It was indicated that programmatic priorities should continue to focus on ocean observations; ocean data management; disaster risk reduction, especially tsunamis, ocean role in climate change, transfer of marine technology; capacity development, in particular for African and small island developing States; and the Global Ocean Science Report.

Delegates also highlighted the importance of increased outreach to early-career scientists and youth in general, including in the context of IOC's work in ocean literacy.

Delegates further indicated the need to better align the work of the IOC with the African Union (AU), including the African Integrated Maritime Strategy, as well as to establish synergies between the United Nations Decade on Ocean Science for Sustainable Development and the AU Decade for African Oceans and Seas 2015-2025. IOC's presence in Africa needed to be reinforced.

It was noted that SIDS merit to be given priority attention. The IOC should step up its efforts towards scientific support to sustainable blue economy, for example through maritime spatial planning, and, facilitate, *inter alia*, an international consensus on a definition for the "blue economy".

The IOC was also encouraged to continue building synergies and cooperation with the other sectors and programmes, including the WHC, IHP, ED and SHS.

Social and Human sciences (SHS)

Participants in the Dialogues underlined the relevance and pertinence of the mandate and work of the SHS Sector to achieving the 2030 Agenda and the African Union Agenda 2063. Highlighting the transversal and integrated approach that these agendas offer, a general call was made to continue and upscale the work on youth, sport (physical education, anti-doping and traditional sports and games), ethics (including artificial intelligence and climate change), human rights, philosophy, Management of Social Transformations (MOST) programme, as well as the promotion of intercultural dialogue and a culture of peace. Furthermore, it was suggested to give priority to work on the prevention of extremism.

Delegates underlined the importance of maintaining UNESCO's commitment to youth and emphasized the importance of an integrated and transversal approach in this regard. An updated strategy on youth could be developed, taking into account also the United Nations Youth 2030 Strategy and the AU Agenda 2063.

The importance of sport as a key driver for addressing issues related to inclusion, equity, women and human rights, acknowledging also the contribution of local, traditional and indigenous sports was underlined. Delegates called for addressing challenges regarding human and financial capacities related

to the International Convention against Doping in Sport Plan, as well as for a more ambitious plan on sport, to reflect the Plan of Action of MINEPS VI.

Referring to the intersectoral dimension of the work on ethics and the linkages between SDGs 10, 11 and 16, delegates reiterated the pertinence of the ethical reflection in light of rapid technological developments, including artificial intelligence, and expressed their support to the work in view of elaborating a standard setting-instrument in this regard.

A call was made for enhanced sharing of best practices at the regional level, particularly through the MOST programme, which should be mainstreamed in order to enhance evidence-based policies among all programmes.

The importance of intersectorality was widely underlined and SHS efforts in this regard (e.g. on cities, youth, MOST, ethics) should be continued also by ensuring a better coordinated and integrated approach of these programmes across UNESCO sectors.

Culture

Delegates reaffirmed that culture had an important role in enabling the achievement of the SDGs, and that UNESCO should reaffirm its leadership in this strategic area in the multilateral system. In doing so, they underlined the need to have the necessary evidence to support the development of a positive discourse on the impact of culture on sustainable development, with a view to generating increased political and financial support. While acknowledging the key role of the conventions in inspiring policies at the global level, delegates stressed the importance of providing support to countries and governments to build norms and help implement them.

Delegates called for the development of more innovative and integrated approaches to the implementation of the Organization's normative framework through concrete synergies between the conventions, in particular at country level.

It was indicated that increased attention should be given to a series of areas that should be developed in synergies with other sectors: defense of cultural diversity and pluralism, including through cooperation with the Education Sector in heritage education, arts education and global citizenship education; development of a human rights-based approach, including as concerns the free flow of cultural expressions with the Communication and Information Sector; mutual understanding, exchanges and dialogue; prevention and mitigation of conflicts, as well as natural disasters exacerbated by climate change, in cooperation with the Natural Sciences Sector. UNESCO should also continue to give priority to the protection of cultural heritage, the prevention of illicit trafficking and the restitution of cultural property, both in times of conflict and peace.

Several interventions were made concerning the potential of innovation and the creative economy in both its physical and digital forms for poverty alleviation, the fight against exclusion and inequalities, and socio-economic development; support to innovation and the development of cultural and creative industries and the Creative Cities Network was also indicated.

The importance of gender equality for achieving the SDGs was underscored by several Member States, who called for gender-transformative action and work on policies or other areas.

Youth was a recurring theme in the discussions and Member States expressed the wish to associate more systematically young experts in UNESCO's work and underlined the potential of culture to tackle youth marginalization, exclusion and unemployment.

Delegates concurred with the fact that prioritization was a difficult undertaking in culture, owing to the wide scope of work of the Sector and of the conventions. In that regard, it was suggested to use external assessments to help identify areas of recognized added value.

Communication and information (CI)

Delegates highlighted the importance of continuing UNESCO's work to promote freedom of expression and access to information, with special attention to the digital transformation, in the coming years.

UNESCO was called on to continue playing a lead role in the fields of freedom of expression, safety of journalists and access to information, in line with SDG target 16.10. They stressed the need for reinforced action to implement the United Nations Plan of Action in that view, and underlined the importance of the Director-General's reports and monitoring activities of SDG indicators 16.10.1 and 16.10.2. The importance of addressing the risks and threats posed by emerging technologies to freedom of expression and access to information was also recalled.

Delegates called on UNESCO to play a key role in the field of digital transformations, notably those related to artificial intelligence, and to address the digital divide and underlined that priority should be given to ensuring universal access to the Internet as a prerequisite for all CI activities, in line with the Internet Universality framework. UNESCO's initiative on artificial intelligence should put the emphasis on capacity building in Africa and developing countries. Member States underlined the importance of focusing on the content of information to tackle the digital divide, and suggested that the Broadband Commission for Sustainable Development could serve as a think tank for reflection on the structures and content of information.

Delegates underlined the important role of Media and Information Literacy (MIL) to address disinformation and hate speech and asked for a plan to strengthen MIL in the CI Sector and in a cross-sectoral manner; and underlined the importance of UNESCO's work to promote media development and journalism education.

UNESCO's role in building inclusive knowledge societies, notably through its work on information development, information ethics, access to information, information privacy and fighting online extremism was further supported, as well as its work to preserve documentary heritage and on safeguarding documentary heritage from natural and man-made disasters.

Delegates reiterated the importance of adopting a gender equality perspective in all aspects of the Organization's work, including safety of women journalists, representation in and through media, and artificial intelligence. It was proposed to realize synergies with the ITU EQUALS Programme and with UN Women in its work to promote gender equality and suggested integrating gender indicators in the Media Development Indicators.

The importance of interdisciplinary and cross-sectoral approaches was underlined, within the CI Sector and across sectors, notably for preventing violent extremism and for Media and Information Literacy, while also highlighting successful examples of cooperation in the fields of freedom of expression and artistic freedom; enhanced cooperation with the Education Sector, in particular on MIL; the need to enhance cooperation with external actors as well as with United Nations human rights mechanisms.